

**SECTION 81 -- POLICY AND BASELINE ESTIMATES OF BUDGET AUTHORITY,  
OUTLAYS, AND RECEIPTS (SCHEDULES A, S, R, AND K)**

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**Summary of Changes**

Reminds agencies to use separate line entries when enacted rescissions and reductions of unobligated balances have a different outlay rate than the new budget authority in an account (section 81.2).

Automatically generates discretionary offsetting collections entries (lines 6890 and 8800 through 8845) using the same across-the-board increases as other budget authority. Users may overwrite these amounts as necessary (section 81.2).

Changes the line coding in MAX for programs subject to special sequestration rules under the BEA (section 81.3).

Clarifies that civilian and military pay includes both compensation and benefits (section 81.3).

Requires agencies to identify offsetting collections by source (e.g., Federal sources, interest, non-Federal sources), instead of aggregating (section 81.4).

Reminds agencies to use the entry for outlays from end of PY balances (line 9x22) to report the outlay impact of CY and BY balance transfers and adjustments (section 81.4).

**81.1 What are the basic requirements?**

MAX contains detailed information on budgetary resources, outlays, and receipts for *presidential policy* (schedules A and R) and *baseline* (schedules S and K).

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- Presidential policy data covers the period PY through BY+9.
- Baseline data covers the period CY through BY+9.
- Schedules A and S are used to report on budget authority and outlays.
- Schedules R and K are used to report on receipts.

OMB uses this information to prepare the budget documents. The baseline estimates are also used for scoring PAYGO legislation under the Budget Enforcement Act (BEA).

You must submit policy data for all accounts except credit financing accounts and Government-sponsored enterprises. You must submit baseline data for the regular budget schedule (transmittal code "0") of all accounts except for credit financing accounts and Government-sponsored enterprises. You must also submit baseline data for supplemental requests (transmittal code "1") that are classified as *mandatory* (such as *payments under entitlement programs*). Do not provide baseline estimates for other transmittals (codes "2", "3", "4", "5"), unless specifically requested by OMB.

Use the guidance in section 30.2 and 35 to develop the policy estimates. Use the guidance in section 80 to develop the baseline estimates. Sections 81.3 and 81.4 explain how you report data in schedules A, S, R and K.

### 81.2 What information is automatically calculated?

Exhibit 81A describes the relationships between schedules A, K, P, R, and S and indicates which data MAX automatically generates.

#### (a) *Automatic calculations and data loaded from Treasury.*

(1) *Outlays.* MAX automatically calculates *discretionary outlays (policy and baseline)* in schedules A and S for CY through BY+9 based on:

- The levels of budgetary resources reported;
- Outlay rates; and
- Outlays from end of PY balances.

You input outlays from end of PY balances as memorandum entries in schedule S and report outlay rates in schedules A and S using the separate MAX drop-down menu that is accessible for each budgetary resource, as described in the MAX A-11 User's Guide (see exhibits 81B and 81C). MAX uses this information to automatically generate the outlays from balances that are reported on line 9x21 of MAX schedules A and S. To support the automatic outlay generation feature in MAX, you must enter information developed using the method of calculation (i.e., the waterfall method) that is specified in this Circular and the MAX A-11 User's Guide (see exhibit 81D). As a general rule, you cannot override automatically generated discretionary outlay amounts. If you need to reflect separate outlay rates (e.g., for enacted rescissions and reductions of unobligated balances, pay/non-pay) within an account, report the budget authority and corresponding outlays from end of PY balances using a line sequence number in the range 01-39.

You can also use MAX's automatic outlay generation feature to calculate *mandatory outlays*. If you enter outlay rates in schedule S for mandatory resources, MAX will automatically generate the outlays in schedule S (baseline) and copy them to schedule A (policy). Remember to include information on outlays from end of PY balances if you use the automatic feature. You can override the automatically generated mandatory outlay amounts in schedule S.

If you want to generate separate discretionary outlays for certain programs within an account, report the budget authority and corresponding outlays from end of PY balances using a line sequence number in the range 40-79, as explained in the MAX A-11 User's Guide.

(2) *Budget authority and offsetting collections.*

- As a general rule, MAX automatically calculates *discretionary policy budget authority and offsetting collections entries* in schedule A through BY+9 for the years that are subject to across-the-board rules.
- MAX also automatically calculates *discretionary baseline budget authority and offsetting collections entries* in schedule S for BY through BY+9 based on the CY budgetary resources entered by the agency and inflation factors entered by OMB.
- For discretionary offsetting collections entries (lines 6890, 8800-8845), you may overwrite these amounts, if necessary, in schedules A and S.

(3) *Receipts.* Past year data will be loaded into schedule R from Treasury data. These amounts cannot be overridden.

(b) *Data copied by MAX from one schedule to another.*

(1) *From schedule S to schedule A.* MAX automatically copies the following data from schedule S (baseline) to schedule A (policy):

- Mandatory budgetary resources (budget authority and limitations) for CY through BY+9.
- Mandatory outlays for CY through BY+9.
- Memorandum information on outlays from end of PY balances (lines 9x22).

To change the policy estimates for these entries, you must revise the baseline estimates. Because of the automatic copy feature, you may wish to enter or revise data in MAX by updating schedule S before updating schedule A.

(2) *From schedule K to schedule R.* MAX automatically copies the mandatory baseline receipts data (offsetting and governmental) you enter in schedule K to schedule R. To change the policy estimates, you must revise the baseline estimates. Because of the automatic copy feature, you should update schedule K before schedule R.

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(3) *From schedule A to schedule P.* MAX aggregates gross outlay data from schedule A and copies it to lines 86xx in the program and financing schedule (see section 82.6 and exhibit 82B). To change amounts on lines 86xx in schedule P, you must change the outlay data in schedule A. Because of the automatic copy feature, schedule A must be updated before you can complete schedule P.

**81.3 What data classifications do I use to report the data?**

In schedules A, S, R, and K, you report data through BY+9 using the data classifications specified below. Multiple entries are required when more than one classification applies to a budgetary resource, limitation, offset, or outlay. When inserting or revising data, you choose the appropriate line number, BEA category, and other classifications from a list provided on the MAX screen. In schedules A and S, you may make non-print notations on stub entries to document information reported (e.g., to clarify the nature of data entered when multiple lines of the same type are used). See the MAX A-11 User's Guide for details.

**DATA CLASSIFICATIONS FOR SCHEDULES A, S, R, AND K**

<b>Classification</b>	<b>Description</b>
SCHEDULE	Alpha character designation of the type of schedule in the MAX budget system that appears at the beginning of each schedule.
LINE NUMBER	For schedules A and S, a 4-digit code that indicates the data being reported (see section 81.4). For schedules K and R, a 6-digit code (xxxx-xx) that indicates the character classification (see sections 81.4 and 84.4). A line number appears on each line for which data are provided.
SUBFUNCTION	For accounts with a single subfunctional classification (see section 79.3), you can enter data without specifying the subfunction; MAX automatically provides the subfunction designation. For multifunction accounts, you must enter data under each of the appropriate subfunctions.
SEQUESTERABLE/ EXEMPT  <i>Only applies to schedule K and S.</i>	<p>Used to compute BEA sequesters. Indicates whether amounts are sequesterable or exempt. Use for:</p> <ul style="list-style-type: none"> <li>• Budget authority;</li> <li>• Unobligated balances (for defense only);</li> <li>• Limitations; and</li> <li>• Outlays.</li> </ul> <p><b>Sequesterable</b> means amounts not exempted by any provision of the BEA and, therefore, subject to a uniform percentage reduction, elimination of an automatic spending increase, or reduction under special rules. Applies to spending authority from offsetting governmental collections (from non-Federal sources) (see section 20.7).</p> <p><b>Exempt</b> means amounts not subject to any reduction because the program, account, or resource type is specifically exempted by the BEA or other laws. The exempt category includes:</p> <ul style="list-style-type: none"> <li>• Spending authority from offsetting collections from Federal sources; and</li> <li>• Spending authority from voluntary offsetting collections from non-Federal sources for goods and services (for example, national park entrance fees); and outlays from prior balances or from prior limitations for non-defense accounts.</li> </ul>

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Classification	Description																														
	<p>In addition, the accounts listed below have special sequestration rules under the BEA that specify the maximum sequester that can be applied to these accounts and the method for calculating the maximum sequester. For these accounts only, use the special coding provided below. For example, the maximum sequester for the mandatory portion of Medicare is 4%; the budget authority and outlays that are subject to this special rule should be divided between the sequestrable 4% amount (entered on a line coded M) and the 96% that is exempt (entered on a line coded B) because of the special rule. <b>If any portion of these accounts is not subject to the special rule, the line code for that portion should be entered on a line coded S or E, as appropriate.</b></p> <table> <tr> <th>Program amounts</th><th>Code</th></tr> <tr> <td>Subject to across-the-board sequester.....</td><td>S</td></tr> <tr> <td>Exempt from across-the-board sequester.....</td><td>E</td></tr> <tr> <td colspan="2"><i>Automatic Spending Increase (ASI) Accounts:</i></td></tr> <tr> <td>Amount subject to special rule sequester.....</td><td>A</td></tr> <tr> <td colspan="2"><i>Department of Education:</i></td></tr> <tr> <td>Federal family education loan program account (91-0231).....</td><td>L</td></tr> <tr> <td colspan="2"><i>Department of Health and Human Services:</i></td></tr> <tr> <td>Foster care and adoption assistance (75-1545).....</td><td>F</td></tr> <tr> <td>Medicare, amount subject to 4% sequester limit.....</td><td>M</td></tr> <tr> <td>Other health programs, amount subject to 2% sequester limit.....</td><td>H</td></tr> <tr> <td>Exempt portion of medical accounts due to special rule.....</td><td>B</td></tr> <tr> <td colspan="2"><i>Department of Veterans Affairs:</i></td></tr> <tr> <td>Medical care (36-0160), amount subject to 2% sequester.....</td><td>H</td></tr> <tr> <td>Exempt portion of medical accounts due to special rule.....</td><td>B</td></tr> </table>	Program amounts	Code	Subject to across-the-board sequester.....	S	Exempt from across-the-board sequester.....	E	<i>Automatic Spending Increase (ASI) Accounts:</i>		Amount subject to special rule sequester.....	A	<i>Department of Education:</i>		Federal family education loan program account (91-0231).....	L	<i>Department of Health and Human Services:</i>		Foster care and adoption assistance (75-1545).....	F	Medicare, amount subject to 4% sequester limit.....	M	Other health programs, amount subject to 2% sequester limit.....	H	Exempt portion of medical accounts due to special rule.....	B	<i>Department of Veterans Affairs:</i>		Medical care (36-0160), amount subject to 2% sequester.....	H	Exempt portion of medical accounts due to special rule.....	B
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<p>CIVILIAN PAY/ MILITARY PAY/ NON-PAY</p> <p><i>Only applies to schedule S.</i></p>	<p>Indicates whether amounts are used to fund personnel compensation and benefits or other activities.</p> <p>Applies to baseline budget authority (other than spending authority from offsetting collections) and limitations.</p> <p><b>Civilian pay</b> means the amount of new budgetary resources used to fund personnel compensation and benefits for civilian personnel, consistent with the definitions for object classes 11.1 through 11.5 and 12.1.</p> <p><b>Military pay</b> means the amount of new budgetary resources used to fund personnel compensation and benefits for military personnel, consistent with object classes 11.7 and 12.2.</p> <p>Amounts designated as <b>pay</b> should reflect personnel compensation financed from discretionary budget authority or limitations only.</p>																														

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<b>Classification</b>	<b>Description</b>
	<i><b>Non-pay</b></i> means the amount of new budgetary resources not used to fund personnel compensation. Applies to mandatory budget authority even if it funds personnel compensation.
BUDGET ENFORCEMENT CATEGORY/ SUBCATEGORY/ JURISDICTION/ USER FEE INDICATOR	<p>Indicates:</p> <ul style="list-style-type: none"> <li>• BEA category (i.e., discretionary, mandatory, net interest, governmental receipt);</li> <li>• Subcategory (i.e., emergency, user fees, asset sales, third scorecard, modification to a mandatory account, conservation spending, highway, mass transit);</li> <li>• Jurisdiction (appropriations or authorizing committee); and</li> <li>• Whether the amount is a user fee.</li> </ul> <p>Report data by the categories listed in the next table, "Summary of BEA Data Classifications." Use multiple entries if more than one classification applies to the budgetary resources and outlays in an account.</p> <p>Applies to all line entries <i>except</i> the number of beneficiaries (line 9993).</p> <p>In most cases, if an account is classified as discretionary under the BEA, you classify any spending authority from offsetting collections (line 6890), the offsetting collections from which they are derived (lines 8800-8896), and the outlays from the offsetting collections (line 93xx) as <i>discretionary</i>. Likewise, you classify these amounts as <i>mandatory</i> in accounts designated as mandatory under the BEA, except for administrative expenses, which are classified as discretionary. Obtain prior OMB approval if you want to split the data reported on these lines between discretionary and mandatory classifications.</p> <p>All discretionary resources are under the jurisdiction of appropriations committees. The classification for mandatory resources differentiates between appropriations and authorizing committee jurisdiction.</p>

**SUMMARY OF BEA DATA CLASSIFICATIONS**

<b>If the resource is classified by the BEA as ...</b>	<b>And is controlled by the ...</b>	<b>And the following conditions apply ...</b>	<b>Then the data classification is ...</b>
Discretionary	Appropriations committee	None of the conditions described below applies.	<p>DISCRETIONARY</p> <p><i>This category includes spending authority that requires appropriations committee action and the associated outlays, as well as receipts made available through action by appropriations committees in discretionary accounts.</i></p>

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If the resource is classified by the BEA as ...	And is controlled by the ...	And the following conditions apply ...	Then the data classification is ...
			<i>Do not use this category if amounts can be classified in any of the other discretionary categories described below.</i>
		The amounts include <b>user fees</b> .	DISCRETIONARY, USER FEES  <i>Only applies to offsetting collections credited to expenditure accounts (line 8890 in schedules A and S) and to offsetting receipts (in schedules R and K).</i>
		The amounts include <b>emergency funding</b> (i.e., funding that is proposed to be designated as emergency by the President and Congress in statute).	DISCRETIONARY, EMERGENCY  <i>Only applies to new emergency funding proposed in the budget. Use only with OMB approval.</i>
		The amounts include <b>asset sales</b> enacted in an appropriations act that cannot be counted for BEA scoring (i.e., those where the net financial cost to the Government is a loss (see Appendix A, rule 15)).	DISCRETIONARY, ASSET SALES  <i>Use only with OMB approval.</i>
		The amounts are under the <b>discretionary highway category</b> of the BEA, as amended by the Transportation Equity Act for the 21 <sup>st</sup> Century (P.L. 105-178).	DISCRETIONARY, HIGHWAY  <i>Classify amounts in excess of the highway category spending cap as “discretionary” not as “discretionary, highway.”</i>
		The amounts are under the <b>discretionary mass transit category</b> of the BEA, as amended by the Transportation Equity Act for the 21 <sup>st</sup> Century (P.L. 105-178).	DISCRETIONARY, MASS TRANSIT  <i>Classify amounts in excess of the mass transit category spending cap as “discretionary” not as “discretionary, mass transit.”</i>
		The amounts are under the <b>conservation spending category</b> of the BEA, as amended by the Department of the Interior and Related	DISCRETIONARY, CONSERVATION SPENDING

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<b>If the resource is classified by the BEA as ...</b>	<b>And is controlled by the ...</b>	<b>And the following conditions apply ...</b>	<b>Then the data classification is ...</b>
		Agencies Appropriations Act, 2001 (P.L. 106-291).	
		Appropriations action modifies the spending authority or receipts in an otherwise mandatory account.	DISCRETIONARY, MODIFICATION OF A MANDATORY ACCOUNT <i>Does not apply to baseline estimates. Use only with OMB approval.</i>
Mandatory	Appropriations committee	None of the conditions described below applies.	MANDATORY, APPROPRIATIONS COMMITTEE <i>Do not use this category if amounts can be classified in any of the other mandatory categories described below.</i>
		The amounts include <i>user fees</i> .	MANDATORY, USER FEES, APPROPRIATIONS COMMITTEE  <i>Only applies to offsetting collections credited to an expenditure account (line 8890 in schedules A and S) and to offsetting receipts (in schedules R and K).</i>
		The amounts include <i>emergency funding</i> (i.e., funding that is proposed to be designated as emergency by the President and Congress in statute).	MANDATORY, EMERGENCY, APPROPRIATIONS COMMITTEE  <i>Use only with OMB approval.</i>
		The amounts result from proposed legislative changes to mandatory budget authority, outlays or receipts that are not scored as PAYGO or subject to discretionary limits under the BEA. Includes changes that are “level of effort” changes, or when the level of receipts is dependent upon the amount of annual appropriations.	MANDATORY, THIRD SCORECARD, APPROPRIATIONS COMMITTEE  <i>Does not apply to schedules K or S.</i>
	Authorizing committee	None of the conditions described below applies.	MANDATORY, AUTHORIZING COMMITTEE  <i>Do not use this category if amounts can be classified in any of the other mandatory categories described below.</i>



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If the resource is classified by the BEA as ...	And is controlled by the ...	And the following conditions apply ...	Then the data classification is ...
		The amounts include <i>user fees</i> .	MANDATORY, USER FEES, AUTHORIZING COMMITTEE  <i>Only applies to offsetting collections credited to an expenditure account (line 8890 in schedules A and S) and to offsetting receipts (in schedules R and K).</i>
		The amounts include <i>emergency funding</i> (i.e., funding that is proposed to be designated as emergency by the President and Congress in statute.)	MANDATORY, EMERGENCY, AUTHORIZING COMMITTEE  <i>Use only with OMB approval.</i>
		The amounts include <i>asset sales</i> that are enacted in an authorization act that cannot be counted for BEA scoring (i.e., those where the net financial cost to the Government is a loss (see Appendix A, rule 15)).	MANDATORY, ASSET SALES, AUTHORIZING COMMITTEE  <i>Use only with OMB approval.</i>
		The amounts result from proposed legislative changes to mandatory budget authority, outlays, or receipts that are not scored as PAYGO or subject to discretionary limits under the BEA.	MANDATORY, THIRD SCORECARD, AUTHORIZING COMMITTEE  <i>Does not apply to schedules K or S.</i>
Net interest		None of the conditions described below applies.	NET INTEREST  <i>Applies to budget authority, outlays, and offsetting receipts included in the net interest functions (function 900).</i>
		The amounts result from proposed legislative changes to interest budget authority, outlays, or receipts under authorizing committee jurisdiction that are not scored as PAYGO or subject to discretionary limits under the BEA.	NET INTEREST, THIRD SCORECARD  <i>Does not apply to schedules K or S.</i>

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<b>If the resource is classified by the BEA as ...</b>	<b>And is controlled by the ...</b>	<b>And the following conditions apply ...</b>	<b>Then the data classification is ...</b>
Governmental receipts	Authorizing committee	None of conditions described below applies.	GOVERNMENTAL RECEIPTS  <i>Applies to governmental receipts in schedules K and R.</i>
		The amounts are <b>user fees</b> included in governmental receipts accounts.	GOVERNMENTAL RECEIPTS, USER FEES  <i>Applies to governmental receipts in schedules R and K.</i>
		The amounts result from proposed legislative changes to Governmental receipts under authorizing committee jurisdiction that are not scored as PAYGO or subject to discretionary limits under the BEA.	GOVERNMENTAL RECEIPTS, THIRD SCORECARD  <i>Applies to governmental receipts in schedule R; does not apply to schedule K.</i>
	Appropriations committee	The amounts are not user fees and result from appropriations action modifying Governmental receipts.	DISCRETIONARY MODIFICATION OF GOVERNMENTAL RECEIPTS  <i>Applies to governmental receipts in schedule R; does not apply to schedule K. Use only with OMB approval.</i>
		The amounts are <b>user fees</b> and result from appropriations action modifying Governmental receipts.	DISCRETIONARY MODIFICATION OF GOVERNMENTAL RECEIPTS, USER FEES  <i>Applies to governmental receipts in schedule R; does not apply to schedule K. Use only with OMB approval.</i>

**81.4 What line codes do I use for A, S, R, and K?**

*(a) Budgetary resources.*

The line numbers indicate the type of budgetary resource and whether it is discretionary or mandatory. The following table indicates the line numbers used to report budgetary resources. The lines apply to schedules A and S unless otherwise specified.

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BUDGETARY RESOURCES

Entry	Description*
2199  <i>Only applies to schedule S</i>	<b>Sequestrable unobligated balances (defense only).</b> Report for CY and BY+1 the sequestrable unobligated balances of budgetary resources that became available in previous years. Use only for accounts in function 050, national defense. Amounts reported on line 2199 should be consistent with the sum of entries on lines 21xx of the program and financing schedule.
4300-5590	<b>Discretionary budget authority.</b> Use total lines (lines 4300, 4790, 4990, 5300, 5590) to report the appropriate amounts from the program and financing schedule for each applicable type of authority (see section 82.3). Use separate lines to report rescissions and reductions of unobligated balances if a different outlay rate is needed.
6250-6790	<b>Mandatory budget authority.</b> Use total lines (lines 6250, 6390, 6490, 6590, 6690, or 6790) to report the appropriate amounts from the program and financing schedule for each applicable type of authority (see section 82.3).
6890	<b>Discretionary spending authority from offsetting collections.</b> Use line 6890 to report the appropriate amounts from the program and financing schedule (see section 82.3).
6990	<b>Mandatory spending authority from offsetting collections.</b> Use line 6990 to report the appropriate amounts from the program and financing schedule (see section 82.3).
7xxx <i>Memorandum entry</i>	<p><b>Limitations.</b> Includes enacted or proposed limitations on administrative expenses and de facto limitations established as a result of sequestration under the BEA. Also includes limitations on obligations enacted in authorizing legislation for certain transportation programs in the absence of limitations enacted in appropriations acts. See section 81.4(b) for the coding scheme for limitations.</p> <p>Mandatory budget authority that is subject to a discretionary limitation on obligations set in an appropriations act is scored as discretionary budget authority rather than as a limitation for all affected accounts except trust fund accounts in the Department of Transportation.</p> <p>Baseline data are not required for loan limitations.</p>
9993 <i>Memorandum entry</i>  <i>Only applies to schedule S</i>	<b>Number of beneficiaries (in thousands).</b> Report the annual average number of beneficiaries that are served by Federal hospital insurance, supplementary medical insurance, unemployment insurance, and rail industry pension fund programs. MAX uses these data to generate discretionary baseline budget authority for administrative expenses for these programs.

\*Do not report baseline data (schedule S) for the PY.

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*(b) Limitations.*

MAX includes data on limitations:

- For selected accounts where limitations on administrative expenses are enacted or proposed; and
- Where de facto limitations are established as a result of sequestration under the BEA.

The line numbers distinguish between types of limitations (e.g., limitation on program level, direct loan) and indicate the amount of the limitation and the associated outlays. The limitation(s) applicable to an account must be specified on the BAT file (see section 79.1) before you can report limitation data in MAX.

Budget year limitation amounts should correspond to the limitation language proposed in the budget. Current year limitation amounts should correspond to the enacted limitation language. For accounts with limitations on direct loan obligations and loan guarantee commitments, the limitation amounts should tie to the amounts reported in MAX schedules G and H through BY+4 (see section 85.10).

When more than one limitation is applicable, report each one separately. Present any supplemental requests involving limitations in a schedule under a separate transmittal code, even if a separate program and financing schedule is not required.

Show limitation amounts on a presequester basis, and report the effects of any reductions pursuant to the BEA separately. Show defacto limitations as if they were in place before the sequester. De facto limitations resulting from sequestration of the BEA law will be reported only for PY and CY, as applicable.

Credit limitations should be reported in the program account. You do not need to report baseline data for credit limitations because these limitations are not sequestrable.

Mandatory budget authority that is subject to a discretionary limitation on obligations is treated as discretionary budget authority rather than as a limitation for all affected accounts, except trust fund accounts in the Department of Transportation.

The following table indicates the line numbers used to report limitations. The lines apply to schedules A and S unless otherwise specified.

**LIMITATIONS**

Entry	Description*
Xxxx	For the first digit, use: <ul style="list-style-type: none"><li>• 7 -- to report the amount of the limitation; or</li><li>• 9 -- to report the outlays associated with the limitation.</li></ul>

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Entry	Description*
<i>Do not report outlays for limitations on loan guarantee commitments.</i>	
xXxx	<p>For the second digit, use:</p> <ul style="list-style-type: none"> <li>• 0 -- to report the amount of the limitation;</li> <li>• 9 -- to report BEA reductions in limitations;</li> <li>• 7 -- to report outlays from new limitations (i.e., from a limitation in the year the limitation is enacted or proposed); or</li> <li>• 8 -- to report outlays from prior limitations (i.e., from limitation that were enacted in prior years).</li> </ul>
<i>Show outlays from limitations on a post-sequester basis.</i>	
xxXx	<p>For the third digit, use:</p> <ul style="list-style-type: none"> <li>• 0 -- to indicate the limitation was not established as a result of the BEA; or</li> <li>• 1 -- to indicate de facto limitations established as a result of the BEA.</li> </ul>
<i>For outlays, use "0" in all cases.</i>	
xxxX	<p>The fourth digit identifies the specific limitation pertaining to the account and will be assigned by OMB as follows:</p> <ul style="list-style-type: none"> <li>• 1 through 5 -- for limitations on administrative and other expenses;</li> <li>• 6 -- for limitations on program level (obligations);</li> <li>• 7 -- for limitations on direct loan activity;</li> <li>• 8 -- for limitations on loan guarantee commitments; or</li> <li>• 9 -- for other purposes, as determined by OMB.</li> </ul>
<i>xxx7 and xxx8 only apply to schedule A.</i>	

\*Do not report baseline data (schedule S) for the PY.

(c) *Offsets.*

Provide data on offsetting collections (i.e., cash credited to the account) and changes in receivables and unpaid, unfilled orders from Federal sources for all accounts with spending authority from offsetting collections (lines 6890 or 6990). The following table indicates the line numbers used to report offsets. The lines apply to schedules A and S.

**SECTION 81 -- POLICY AND BASELINE ESTIMATES OF  
BUDGET AUTHORITY, OUTLAYS, AND RECEIPTS**

**OFFSETS**

<b>Entry</b>	<b>Description*</b>
	Offsetting collections (cash) from: (see section 82.6 for line definitions)
8800	Federal sources
8820	Interest on Federal securities
8825	Interest on uninvested funds
8840	Non-Federal sources
8845	Offsetting governmental collections (from non-Federal sources)
8890	Total offsetting collections (cash)
8895	Change in uncollected customer payments from Federal sources (unexpired
8896	Portion of cash collections credited to expired accounts (-)

\* Do not report baseline data (schedule S) for the PY. MAX will automatically calculate line 8890 (the sum of lines 8800-8845).

**(d) Outlays.**

The line numbers indicate the source of the outlays as follows:

- New budget authority (line 9111) or balances of budget authority made available in prior years (line 9121);
- New spending authority from offsetting collections (line 9311) or balances of spending authority from offsetting collections from prior years (line 9321); or
- New limitations (line 970x) or balances of limitations from prior years (line 980x).

For discretionary programs, you must report outlays from end of PY balances as memorandum (non-add) entries in schedule S through BY+9. MAX will automatically copy this information to schedule A and use it (along with the outlay rates you provide) to calculate discretionary policy and baseline outlay estimates. Specifically, MAX will use the data entered for these memorandum entries (lines 9122, 9322, or 9822) to calculate the corresponding outlays from balances (lines 9121, 9321, and 98xx). If you enter these data for mandatory programs, along with outlay rates, MAX will calculate the corresponding outlays. However, you may override and change the automatically calculated mandatory outlays.

The total gross outlays reported for PY through BY in schedule A (i.e., the sum of lines 91xx through 98xx, excluding memorandum entries) must be consistent with those reported in MAX schedule P on line 7320. The distribution of PY outlays between those from new budget authority and those from balances of prior authority should be available from accounting records. Estimate the distribution of outlays for CY through BY+9 between those from new budget authority and those from balances based on experience in the timing of outlays for the respective obligations.

The following table indicates the line numbers used to report outlays. The lines apply to schedules A and S unless otherwise specified.

### OUTLAYS

Entry	Description
9111	<p><b><i>Outlays from new authority.</i></b> The outlays from new budget authority for that year. These outlays may not exceed the sum of budget authority entries in the program and financing schedule (lines 40xx through 67xx) for that year.</p> <p>Exclude outlays from new limitations reported on line 97xx and outlays from new spending authority from offsetting collections reported on line 93xx.</p>
9121	<p><b><i>Outlays from balances.</i></b> The outlays from balances (both obligated and unobligated) of budget authority brought forward from the previous year. The sum of outlays on lines 9121 and 9221 may not exceed balances at the start of the year (lines 21xx and 72xx of schedule P), plus or minus adjustments in those balances during the year (lines 2221, 2222, 7331, 7332, and 7340 of schedule P).</p> <p>Exclude outlays from prior limitations reported on line 98xx and outlays from balances of spending authority from offsetting collections reported on line 9321.</p> <p>In schedule S, all outlays from prior year balances of non-defense accounts are classified as exempt from sequester. For defense accounts, report outlays from sequestrable unobligated balances on line 9994 in schedule S, as appropriate.</p>
9122 <i>Memorandum entry</i>	<p><b><i>Outlays from end of PY balances.</i></b> The outlays that will occur each year (CY-BY+9) from balances of budget authority made available prior to the current year. Do not report outlays from new budget authority provided in CY-BY+9.</p> <p>Include outlay impact (+ or -) of balance transfers (lines 2221, 2222, 7331, 7332 in schedule P) and adjustments in expired accounts (line 7340 in schedule P).</p> <p>Exclude outlays from end of PY balances of prior limitations reported on line 9822 and outlays from end of PY balances of prior spending authority from offsetting collections reported on line 9322.</p> <p>MAX will copy the data entered in schedule S to schedule A and use it to calculate discretionary outlays from balances on line 9121.</p>

**SECTION 81 -- POLICY AND BASELINE ESTIMATES OF  
BUDGET AUTHORITY, OUTLAYS, AND RECEIPTS**

<b>Entry</b>	<b>Description</b>
9311	<b><i>Outlays from new spending authority from offsetting collections.</i></b> The outlays from new spending authority from offsetting collections becoming available in that year. These outlays cannot exceed the total amount reported on lines 68xx and 69xx of the program and financing schedule for that year.
9321	<b><i>Outlays from balances of spending authority from offsetting collections.</i></b> The outlays from balances (both obligated and unobligated) of spending authority brought forward from a previous year.
9322 <i>Memorandum entry</i>	<p><b><i>Outlays from end of PY balances of spending authority from offsetting collections.</i></b> The outlays that will occur each year (CY-BY+9) from balances of spending authority from offsetting collections made available prior to the current year. Do not report outlays from new spending authority provided in CY through BY+9.</p> <p>Include outlay impact (+ or -) of balance transfers (lines 2221, 2222, 7331, 7332 in schedule P) and adjustments in expired accounts (line 7340 in schedule P).</p> <p>Exclude outlays from end of PY balances of budget authority reported on line 9122 and outlays from end of PY balances of prior limitations reported on line 9822.</p> <p>MAX will copy the data entered in schedule S to schedule A and use it to calculate discretionary outlays from balances on line 9321.</p>
970X	<b><i>Outlays from new limitations.</i></b> The outlays from new limitations (i.e., outlays from limitations in the year the limitations were enacted or proposed), where “X” indicates the specific limitation involved. Include outlays from spending authority from offsetting collections that are controlled through new limitations.
980X	<b><i>Outlays from prior limitations.</i></b> The outlays from prior limitations (i.e., outlays from limitations that were enacted in prior years), where “X” indicates the specific limitation involved. Include outlays from spending authority that are controlled through prior limitations. In schedule S, classify outlays from prior limitations as exempt from sequester.
9822 <i>Memorandum entry</i>	<p><b><i>Outlays from end of PY balances of prior limitations.</i></b> The outlays that will occur each year (CY-BY+9) from balances of limitations that were enacted prior to the current year. Do not report outlays from limitations enacted or proposed for CY through BY+9.</p> <p>Exclude outlays from end of PY balances of budget authority reported on line 9122 and outlays from end of PY balances of spending authority from offsetting collections reported on line 9322.</p> <p>MAX will copy the data entered in schedule S to schedule A and use it to calculate discretionary outlays from prior limitations balances on line 98xx.</p>
9994 <i>Memorandum entry</i>	<p><b><i>Outlays from sequestrable unobligated balances.</i></b> Report only for accounts in function 050, national defense.</p> <p><i>Only applies to schedule S (for CY through BY+1).</i></p>

\*Do not report baseline data (schedule S) for the PY.



*(e) Receipts data*

You must report data on all collections deposited in receipt accounts (i.e., receipts and offsetting receipts) in schedules R and K. The line numbers for offsetting receipts are also used to designate receipt character classification (see section 84.4). Only one character classification (line number) is valid for each receipt account. The following table indicates the line numbers used to report receipts in schedules K and R:

**RECEIPTS**

Entry	Title	Description*
0000-00	<i>Receipts</i>	Report all collections classified as receipts (see section 20.7).
	<i>Offsetting receipts:</i>	Report all offsetting receipts based on the character classification of the receipts (see section 84.4). <i>Most offsetting receipts will be reported on line 2004-03.</i>
1330-03	Proceeds from sale of commodities	
1340-03	Receipts from sales of property or assets	
1352-03	Receipts from other physical assets	
1512-03	Receipts for education and training	
2004-03	All other offsetting receipts	

\*Baseline data (schedule K) are not reported for the PY.

## Relationships Between Schedules A, K, P, R, and S

Relationships between some MAX schedules have implications for the way in which users revise data in the MAX database. This explanation provides some basic tips for updating MAX, based on the way data are copied by MAX from one schedule to another. Although there are many ways to revise the database, the following approach takes advantage of the automatic copy features in MAX.

In updating the database, agencies usually complete the PY column before entering data for CY and beyond. As a general rule, users should update PY data in schedule P and, since MAX copies some schedule A data to schedule P, revise the PY column of schedule A before updating other data. For CY through BY+9, users should revise schedule S before updating schedule A, since MAX copies some schedule A data from schedule S. Likewise, since MAX copies some schedule K data to schedule R, update schedule K before schedule R.

### SCHEDULE P (PROGRAM AND FINANCING SCHEDULE)

#### For PY:

- PY outlays are automatically loaded into the net outlays line (line 9000) from the *Treasury Annual Report Appendix*.<sup>1</sup>
- Other PY data (e.g., start and end of year unobligated and obligated balances, etc.) should be consistent with the corresponding data reported to Treasury.
- PY end of year balances are copied to the CY column and provide a good starting point for beginning to revise the detail in this column. Note that gross outlay data for schedule P (lines 86xx) are imported from schedule A; they cannot be entered directly in schedule P.

Before updating CY and BY, agencies may wish to revise schedules S and A, as follows.

### SCHEDULE S (BASELINE BUDGET AUTHORITY AND OUTLAYS)

#### For CY-BY+9:

- Mandatory baseline budget authority, limitations, and outlays reported under transmittal code 0 must be entered in schedule S and are copied to schedule A.
- You may use MAX to calculate mandatory baseline outlays through BY+9. Enter the mandatory budgetary resources for CY through BY+9, CY and BY outlay rates, and outlays from end of PY balances of mandatory resources (9x22) to generate mandatory baseline outlays.
- MAX calculates discretionary baseline budget authority and outlays through BY+9. Enter CY discretionary budgetary resources, CY and BY outlay rates, and outlays from end of PY balances of discretionary budgetary resources to generate discretionary baseline estimates.
- Outlays from end of PY balances of budgetary resources (lines 9x22) are copied to schedule A. MAX uses these data to calculate discretionary outlays from balances (lines 9x21) in schedules A and S.

### SCHEDULE A (POLICY BUDGET AUTHORITY AND OUTLAYS)

#### For PY:

- Enter data for mandatory and discretionary policy estimates directly into schedule A.

#### For CY-BY+9:

- Mandatory policy estimates in schedule A are copied from schedule S; to revise amounts in schedule A, change the amounts in schedule S.
- MAX calculates discretionary policy budget authority as well as offsetting collections entries through BY+9. Users may overwrite these amounts for spending authority from offsetting collections (line 6890).
- MAX calculates discretionary policy outlays through BY+9. Enter discretionary budgetary resources for CY-BY+4 and CY and BY outlay rates. Outlays from end of PY balances of discretionary resources (lines 9x22) must be entered in schedule S, are copied to schedule A, and are used to calculate discretionary policy outlays from balances (lines 9x21).

#### For PY-BY:

- Outlay data in schedule A will be copied to lines 86xx in schedule P.

### SCHEDULE K (BASELINE RECEIPTS)

#### For CY-BY+9:

- Mandatory current law baseline receipts must be entered in schedule K under transmittal code 0 and are copied to schedule R.
- Other baseline receipts entered in schedule K are not copied to schedule R.

### SCHEDULE R (POLICY RECEIPTS)

#### For PY:

- PY receipt data are automatically loaded in receipt accounts from Treasury data.<sup>1</sup>

#### For CY-BY+9:

- Mandatory current law policy receipts in schedule R are copied from schedule K; to revise amounts in schedule R, change the amounts in schedule K.<sup>2</sup>
- Other policy receipts can be entered directly to schedule R.

<sup>1</sup>PY data on these lines cannot be revised by agencies. If an agency does not agree with the net outlay or receipt amounts loaded into MAX, an explanation of the differences should be submitted to the agency's OMB representative.

<sup>2</sup>Applies to transmittal code 0 only. Data for other transmittal codes are entered directly in schedule A or R, as appropriate.

### Setting Up Outlay Calculations

S-4300 01 Appropriation (total)  
Discretionary

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
CY Rates <sup>1</sup>	5.155	44.43	20.16	13.87	10.88	2.85
BY Rates <sup>2</sup>	10.12	54.13	20.10	10.83	1.50	1.32

  

	Year 7	Year 8	Year 9	Year 10	Year 11	Total <sup>3</sup>
CY Rates <sup>1</sup>	1.15	.75	.50	.25	.005	100.0
BY Rates <sup>2</sup>	1.05	.90	.05	---	---	100.0

S-6890 01 Spending authority from offsetting collections (total)  
Discretionary

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
CY Rates <sup>1</sup>	100.0	---	---	---	---	---
BY Rates <sup>2</sup>	95.0	5.00	---	---	---	---

  

	Year 7	Year 8	Year 9	Year 10	Year 11	Total <sup>3</sup>
CY Rates <sup>1</sup>	---	---	---	---	---	100.0
BY Rates <sup>2</sup>	---	---	---	---	---	100.0

<sup>1</sup> Enter the outlay rates for the budgetary resources provided in the current year. For this purpose, Year 1 represents CY, Year 2 represents BY, etc. Outlay rates must be provided for each type of budgetary resource. *Amounts will be reported as percentages, with the option to include up to six decimal places.*

<sup>2</sup> Enter the outlay rates for the budgetary resources provided in the budget year. For this purpose, Year 1 represents BY, Year 2 represents BY+1, etc. Outlay rates must be provided for each type of resource. *Amounts will be reported as percentages, with the option to include up to six decimal places.*

<sup>3</sup> Outlay rates should total 100 percent unless the budget authority does not spend out within eleven years; the total should never exceed 100 percent.

*Note: Agencies have the option of using MAX to automatically calculate mandatory outlays.*

## Setting Up Outlay Calculations -- Resource with Multiple Outlay Rates

Use multiple line sequence numbers when you have multiple outlay rates (e.g., reductions or rescissions of unobligated balances) or want to generate separate outlay data (see Exhibit 81D).

BA, Limitations, and Outlays--Baseline (S)  
4300 01 Appropriations (total)  
Discretionary \*\*OL Rates\*\*  
Sequestrable  
Non-Pay

PY	CY	BY	BY+1	BY+2	BY+3	BY+4	BY+5
	8,098	8,341	8,600	8,866	9,141	9,424	9,820

Estimates for BY+6 through BY+9 can be viewed by scrolling across the MAX screen.

Outlay rates (entered for line 4300 01) for non-pay. Outlay rates are entered from the EDIT SETUP OUTLAY CALCULATION menu.

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
CY Rates:	10.00	10.00	10.00	10.00	10.00	10.00
BY Rates:	10.00	10.00	10.00	10.00	10.00	10.00
	Year 7	Year 8	Year 9	Year 10	Year 11	Total
CY Rates:	10.00	10.00	10.00	10.00	---	100.00
BY Rates:	10.00	10.00	10.00	10.00	---	100.00

4300 02 Appropriations (total)  
Discretionary \*\*OL Rates\*\*  
Sequestrable  
Civilian-Pay

PY	CY	BY	BY+1	BY+2	BY+3	BY+4	BY+5
	23,296	24,438	25,464	26,533	27,648	28,809	30,019

Estimates for BY+6 through BY+9 can be viewed by scrolling across the MAX screen.

Outlay rates (entered for line 4300 02) for civilian pay. Outlay rates are entered from the EDIT SETUP OUTLAY CALCULATION menu.

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
CY Rates:	85.00	15.00	---	---	---	---
BY Rates:	85.00	15.00	---	---	---	---
	Year 7	Year 8	Year 9	Year 10	Year 11	Total
CY Rates:	---	---	---	---	---	100.00
BY Rates:	---	---	---	---	---	100.00

## Automatic Generation of Discretionary Outlays in Schedule A

